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**AUTHOR** 

Carsrud, Karen Banks

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#### ABSTRACT

Several tools exist that school districts can use to help solve current or potential problems in compensatory programs. The school district should begin by conducting (1) a study to determine the extent to which students are served by multiple compensatory programs, (2) on-site observations of the programs, and (3) a review of the curriculum and instructional planning for both regular and compensatory programs. After examining the data, the district might decide to make any of the following changes: (1) initiate policies that limit the number of students who are served by more than one compensatory program; (2) take further steps to decrease disruptions in a student's day; (3) create a mechanism for coordinated planning between the compensatory teacher and the regular program teacher; (4) determine whether the available compensatory funds can be used to lower the pupil-teacher ratio for each classroom; (5) reorganize administration of the program; (6) look for ways to increase instructional time; (7) use program resources to hire teachers, not teacher aides; (8) consider concentrating the program resources at earlier grade levels, including pre-K; (9) consider implementing the techniques and curricula from research studies on mastery learning and cooperative learning; and (10) remember to do intensive staff development with teachers and principals when any changes are made in the program. (Following the narrative, materials used by the Austin School District in compensatory program evaluation and improvement efforts are provided.) (CMG)

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If It Is Broke, Fix It!

(How to Make a Compensatory Program Work.)

Karen Banks Carsrud

Austin Independent School District

Paper presented to the American Educational Research Association, New Orleans, Louisianna, April, 1984.

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## If It Is Broke, Fix It! (How to Make a Compensatory Program Work)

In the wake of several reports on what is wrong with compensatory education today (Kimbrough & Hill, 1981; Mullin & Summers, 1983; Doss & Holley, 1982; Good, 1982; Glass & Smith, 1977) the local school district administrator may still be confused concerning alternatives to the "flawed" status quo. Most of the reports are descriptive, not prescriptive. In general, the studies document problems or relationships among variables, not policy recommendations or solutions for the local school dis-Among the many problems that have been described as trict. resulting from implementation of compensatory programs are fragmentation of instruction, diffusion of responsibility for the students' instruction, program interference and cross-subsidy when there are multiple categorical programs being implemented, and labelling or segregating of compensatory education students. Mullin and Summers (1983) even suggest that no approach or program characteristic for compensatory education programs has been found to be consistently effective.

While attempting to extract some positive suggestions from the list of "do nots", even the present author was frustrated and distracted. It is clearly easier to design a poor program than to design a good one. In fact, as a starting point, it actually seemed useful to intentionally design a flawed program, based on the following "tongue-in-cheek" recommendations for:

### A Prescription for Failure

- 1) Have vague, general goals for the program. A good example of an objective is: "to improve the achievement of the students in the program."
- 2) Make the supervision of program staff as confusing as possible. Teachers in the program could have multiple three supervisors: the principals of the schools they serve, a grant administrator, an instructional supervisor from the District's central office, and perhaps several grade level supervisors. On the other hand, they may have no one supervising them, but be sent to the campus to teach students without any administrative support structure to provide guidance and feedback.
- 3) Be sure to emphasize the separateness of the compensatory program—superimpose it upon the regular school curriculum and actvities, and do not worry about coordination and integration of the compensatory program with the regular curriculum. As long as the student is receiving instruction, it will be beneficial. The student can determine how to make it all fit together.



- 4) Serve low-achieving students with any and all compensatory programs for which they qualify. I. a student qualifies for Special Education, Bilingual, Migrant and regular Chapter 1 programs, serve that student with all of these programs.
- 5) Spread responsibility for the students' instruction among multiple individuals: the classroom teacher, the special education teacher, a Chapter 1 teacher, etc.
- 6) Hire teacher aides to help the classroom teacher with instruction for compensatory program students. Classroom teachers really appreciate having an aide to help them.
- 7) Avoid the expense of process evaluation. Not only is it more likely to offend or threaten someone than is outcome evauation, you might actually have to make some program chages as a result of the knowledge gained.
- 8) For your outcome evaluation, use criterion-referenced tests to measure achievement gains. Thus, no one will notice if students do not improve their achievement status relative to national norms. If they master the concepts measured by the test, what more can you ask?

Some of these suggestions may seem amusing— not because they are totally unheard of, but becaue we have seen them implemented in the real world all too often. Before considering the alternatives, it may be useful to briefly consider some historical aspects of compensatory education.

The 1964 Civil Rights Act and the Elementary and Secondary Education Act of 1965 really marked the beginning of a new focus in education: compensatory programs. Meeting the needs of disadvantaged students became a high priority and special programs and resources were devoted to supplemental instruction for these students. The programs were, by definition and origin, separate from the regular school program, and this has caused many organizational problems for schools, teachers, and students.

The semantic argument continues about whether supplemental instruction within the school day is actually possible. The student who receives two periods of reading instuction is missing something else unless the school day is extended. Because the argument over the concept of supplemental is a semantic one does not mean it is trivial. For many years, the fear of audit exceptions has caused local school districts to structure externally funded, compensatory programs in such a way that the intruction was discrete, definable, and different from regular instruction. Even programs where the supplement versus supplant



requirements were less evident (such as Title VII, some state funded property and ESAA, where restrictions primarily concerned financial actions than instructional supplanting) were inevitably affected by the peral atmosphere of this era of separation.

One recest sticle suggests that the early problems which occured in implementing compensatory programs have largely been solved (Rabe & Peterson, 1983.) Perhaps this is true, but the perception of the present author is that there are real, concrete problems remaining for many local districts. Fortunately, several tools exist that school districts can use to help solve these probems, and the suggestions below indicate. (These are techniques that way be valuable, even if the program currently seems to be adequate.)

o Conduct a study to determine the extent to which students in the district are served by multiple compensatory programs. In an annual study, the Austin I.S.D. determines how many students are served by each combination of compensatory programs at each campus. (Attachment A includes some sample computer output from this annual report.) The report indicates the campuses where problems might exist, and can be quite useful in looking at patterns across the District.

 Conduct on-site observations of the program's activities. As part of its evaluations of compensatory programs; Austin I.S.D. has at various times conducted from 50 to 350 full-day classroom observations during a school year (Ligon & Doss, 1982; Carsrud, 1982.) The considerable expense of such a massive effort is not possible in many districts, but any observations can be beneficial in identifying problem areas, even when conducted on a more limited basis. For example, a single student in the program can be observed for an entire If possible, more students can be observed, but even one student's day at one school (if it is a typical one) should provide some hints. How many adults does the student interact with? How complicated is the educational process for that student? Do the various units of the instruction for that student seem integrated? Is the student segregated from high-achieving students?

A teacher in the program can also be observed to determine what factors affect his or her performance, planning, preparation, and activities. With whom does the teacher interact, other than students? How many students, where, and for how long? What was the size of the instructional groups with which the teacher worked? All of these questions can be partially answered by observing the program in operation.

• Review the curriculum and instructional planning for the regular and compensatory programs. Does the compensatory



program focus on the same skills, in the same order, as the students' regular curriculum? Or are the students being being taught skills in the regular curriculum without having mastered some of the more basic concepts that the compensatory teacher is trying to teach? Specific curricula and techniques that may be preferable are discussed later in this paper.

This list of assessment tools could be expanded to include teacher interviews, principal interviews, etc. The overall approach, however, should be clear: look at the "process" of the program when deciding what is wrong with it and what changes are needed. In general terms, the types of changes that might be important to make in a particular district might include:

- 1) Initiate policies that limit the number of students who are served by more than one compensatory program. Emphasize that students served more than one compensatory program actually receive less instructional time than those seved by only one or none (Ligon & Doss, 1982.) For students in a Special Education program, this policy may involve working with parents and advisory groups to revise the Individualized Educational Plans for these students in order to include the most appropriate activities. In fact, the type of program for every student should be considered on an individual basis. However, the goal of limiting the number of programs per student should be a high priority, in order to limit the confusion, disruption, and loss of instructional time that would otherwise occur. In Austin, students eligible for the Chapter 1 program are served by another program for which they qualify if that program seems better suited to the students' needs. They are skipped over by the Chapter 1 program in such cases, even when they have lower achievement test scores than the students who are served instead.
- 2) Take further steps to decrease disruptions. This involves a re-evaluation of the ways in which services are delivered. For example, the students in the compensatory program could receive all of their math instruction from one teacher, rather than have one portion taught by the regular classroom teacher and another portion taught by a compensatory teacher. The literature on the negative effects of pullouts, disruption, lack of coordination, and diffusion of responsibility for instruction (Glass & Smith, 1977; Kimbrough & Hill, 1981; Good, 1982; Doss & Holley, 1982)) would certainly indicate a cumulative supplemental effect on the quality of instruction for this alternative approach. of the quantity of instruction, if measured in achievement gains rather than minutes of instruction scheduled, a supplemental effect is also more probable from this approach. However, note that this approach does segregate students on the basis of ability.

Another option is for the compensatory program teacher to serve as a floating teacher/tutor to work with disadvantaged students when they would normally be doing individual seatwork (Totusek and Matusek, 1978.) Data from classroom observations indicate that more than half of a student's instructional time is spent working alone (Ligon and Doss, 1982.) Research also indicates that low-achieving students do not learn well from individual seatwork (Anderson, et al., 1984). The compensatory program teachers can provide valuable reinforcement and new strategies for completing the assigned work during a time period that might otherwise be wasted for these students.

One final caveat: in some cases, the least disruptive approach for instructing the students may be to pull them out of the regular classroom. If the classroom has 35 students, five of whom are working with one teacher in the corner, the problems of noise and distractions from the other teacher and 30 students may make this approach unproductive. The point is to look at the situation in each case to determine which of the alternatives appears to be least disruptive.

- 3) Create a mechanism for coordinated planning between the compensatory teacher and the regular program teacher. The Sustaining Effects Study (USED, 1981) suggests that effort spent on planning and assessing student progress has a positive effect on achievement of compensatory students. Attachment B contains some materials developed by staff of the Austin Independent School District to facilitate this coordinated planning by classroom and compensatory teachers:
- 4) Determine whether the compensatory program funds which are available can be used to lower the PTR for each classroom, rather than to create extra teacher positions in a separate program. Previous reports by the Austin I.S.D. have shown positive effects on students and teachers by using Chapter 1-funded teachers as classroom teachers to create Chapter 1 schoolwide projects (Doss, 1981; Carsrud, 1982; Carsrud, 1983). Earlier in this report, the generally positive effects for reducing PTR were also mentioned (Glass et al., 1982.) Use of compensatory program resources to reduce class size may also reduce the degree of segregation of disadvantaged students within the school or class, because they are no longer pulled out of the regular classroom for special. programs.
- 5) Reorganize the administration of the program. Clarify supervision of compensatory teachers and give them adequate administrative support. Moede and Doss (1983) provide important reasons to have someone at the helm of the program who has sufficient authority to make necessary decisions, and who can devote the time and attention necessary for the program to function as it

should.

One solution that has worked fairly well in the Austin I.S.D. Chapter 1 program is the creation of three instructional coordinator positions to serve the approximately 25 Chapter 1 (See Attachment C for an organizational chart.) Teachers in the Chapter 1 program are supervised and evaluated by their principals. However, the instructional coordinators provide visible coordination of the progam, identify problems and seek solutions that can be used by other schools, and develop materials for coordinated planning. They also can alert a school to any possible problems in its compliance with the Chapter 1 regulations. Of course, the chief instructional administrators must set and enforce policies concerning the program, but the coordinators provide information, clarification, and direct assistance to compensatory and regular teachers and also to principals. The staffing structure for the Chapter 1 program has become the model in the District for improvements in a similar state-funded program had been less successful.

- 6) Look for ways to increase the quantity of instuctional time. The Sustaining Effects Study (USED, 1981) suggests that this increase will have a positive effect on achievement. If increasing instructional time is emphasized by a person of authority (e.g., principal, curriculum director, superintendent, etc.) instructional time can be increased by teachers without the expenditure of additional funds. However, if the emphasis on maximizing the amount of instructional time decreases, the gains made in intructional time can be lost (Ligon & Doss, 1982.)
- 7) Use program resources to hire teachers, not teacher aides (Stonehill & Anderson, 1982; Kean, et al., 1979; Lee, 1976; Cohn & Millman; 1975.) This finding is based on extensive data. Resist the pressure from classroom teachers who tell you that they need the aides to cope with the extra challenge of disadvantaged students in their classrooms. (One possible exception comes to mind: if you can hire certified teachers to work as aides while waiting for positions as teachers, and structure the environment to deal with problems of labelling and diffusion of responsibility, aides might be effective. However, this approach has not been systematically investigated.)
- 8) Consider concentrating the program resources at earlier grade levels, including prekindergarten. Much research now exists on the long-term positive effects of prekindergarten on disadvantaged students, including lower rates of retention and special education placement (Lazar & Darlington, 1982; Nieman & Gastright, 1981; Schweinhart & Weikart, 1980.) Furthermore, there is some evidence that there is a more positive impact for compensatory programs at the earlier grade levels, at least for reading programs (USED, 1981.)

- 9) Consider implementing the techniques and curricula from research studies on mastery learning and cooperative learning. Hyman and Cohen (1975) concluded that learning for mastery is consistently more effective than traditional curricula, and may also tend to counter the effects of teachers' low expectations for children in compensatory programs. Slavin (1980) concludes that cooperative learning techniques are no worse than traditional techniques and in most cases they are significalntly better than traditional techniques. There is some indication that cooperative learning techniques can improve students self-esteem.
- 10) Remember to do intensive staff development with teachers and principals when any changes are made in the program. If they know about the evaluation data or results that indicated a problem existed, the goals underlying the changes, and the research that supports the type of changes being made, then they will be better able to assist rather than interfere with the new directions of the program.

In addition to the already mentioned suggestions, be sure to identify exactly what you want the program to accomplish. Set realistic, specific objectives. Evaluate the program, and use rigorous standards for the evaluation. And don't give up: it can work!



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### Attachment A

Sample Computer Output from AISD Overlap Study

(Showing the number of students served by each combination of compensatory programs, by campus, and for the District as a whole)

## <u>Key</u>

NS: Suffix added to any program code to indicate an eligible student who is not served by the program.

TBE: Transitional Bilingual Education

MISC LEP: Non-bilingual program for LEP students (usually ESL)

TI-SWP: Title I (Chapter 1) schoolwide projects students

Title IS: Served by Title I (Chapter 1)

SP ED: Served by Special Education

5MIG: Migrant student who has migrated within the last 5 years 1MIG: Migrant student who has migrated within the last year



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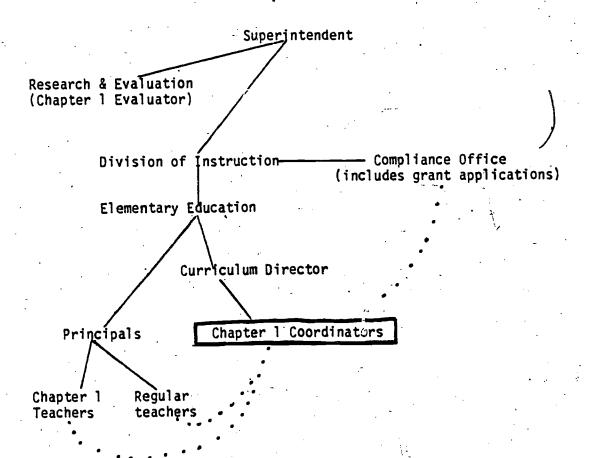
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Attachment B

## Organizational Chart of AISD Showing Instructional Coordinators



## Attachment C

Materials Used to Coordinate Planning Between Classroom And Compensatory Teachers



## COORDINATED PLAN

This year there is only one form to complete on each student:

The Coordinated Plan for Functional Communication-AISD Competencies

with Chapter I. Points to remember are:

- One form should be completed for each Chapter I child served by the Chapter I program in coordination with the classroom teacher.
- The Coordinated Plan should be completed and signed by the Chapter I teacher and the classroom teacher at the end of the first three weeks (September 16, 1983).
- 3. It should be updated in a formal meeting with the classroom teacher three times a year on approximately these dates: . October 27
  - January 18
  - . March 29
- 4. It should be placed in the students' permanent culminative folders at the end of the year. Remove any previous year's Chapter I student cards or plans.

Study the next page carefully as to how to complete the form. If you have any questions, ask your coordinator.

## COORDINATED PLAN

This side of the form is completed by the Chapter I Teacher.

Information can come from:

- An IRI (given by Chapter I or classroom teacher). An IRI is not required if adequate diagnostic information is available from other sources.
- Other informal reading tests.
- Teacher observation (Chapter I and classroom teacher).
- A standardized test printout of skills analysis.

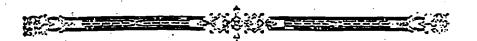
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# Ongoing Planning with Classroom Teachers

Planning for individual student's lessons on a regular basis is a must for a well implemented program that meets children's needs. Your school should designate formal planning times for Chapter I and classroom teachers. You may find it convenient to:

- . Consistently schedule time on grade level meeting agendas.
- . Set aside afternoons, like the first and third Mondays, to be used as planning time.
- Any other system that is compatible to your school.

Please keep brief notes of the planning meetings for documentation. Possibly your lesson plan book would be a convenient place to jot down the date, time, persons attending, and topics/students discussed. Or, teachers may keep a folder or notebook for such notes.



### Lesson Plans

Chapter I lesson plans should reflect similar skills and/or topics the Chapter I child is being taught in the regular classroom. Please use the plan books or plan sheets you find work best for you or your school.

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## COORDINATED PLAN

Objectives

After completing the coordinated plan by September 16 for each student served, you will be able

- to document the year-long reading program for that student to be followed by you and the classroom teacher.
- to update the student's coordinated plan on or around October 27, January 18, and March 29.

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## COORDINATED PLAN

This side of the form <u>must</u> by completed by the Chapter I teacher <u>and</u> the classroom teacher together. It contains the information that both teachers will use in planning instruction for the child.

It should be completed September 16, 1983 although modifications and additions should be made throughout the year on or around October 27,

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